

Proposal No. 2
N. 84th and Adams (Prairie Village North)

Location	Proposal
N. 84 th Street and Adams Street	<p>Amend the 2030 Lincoln/ Lancaster County Comprehensive Plan to</p> <ol style="list-style-type: none">1) Amend the Business and Commerce chapter on page 41 to change the designation from Neighborhood Center to Community Center approximately 1/4 mile north of Adams on the east side of N. 84th Street.2) Amend the Business and Commerce chapter on page 41 to change the designation from Neighborhood Center to Mixed Use Office Center on the southeast corner of Adams and N. 84th Street.
Recommendation: Denial	

Status/Description

This proposal includes two components, which are submitted to be adopted together as a package and not separated. The proposal would amend the Business and Commerce chapter on page 41 to change the designation:

- 1) from Neighborhood Center to Community Center approximately 1/4 mile north of Adams on the east side of N. 84th Street.
- 2) from Neighborhood Center to Mixed Use Office Center on the southeast corner of Adams and N. 84th Street.

Comprehensive Plan Amendment #05012 to change the northeast corner from Neighborhood Center to Community Center was first heard in April 2005. The Planning Department recommended approval, but the Planning Commission recommended denial by a 5-4 vote. The amendment failed to be adopted by the City Council on June 6, 2005 by a 3 to 3 vote.

The Prairie Village North PUD approved B-2 Planned Neighborhood Business and O-3 Office Park zoning both north and south of Adams on the east side 84th Street in March 2006. This approved 300,000 square feet (SF) of commercial space to the north of Adams and 285,000 SF on the southeast corner. It also provided a cap of 175,000 SF for a single user on the north and 100,000 SF per user on the southeast corner.

The applicant has stated that they would keep the commercial caps if this application was approved. They would also not increase the commercial space on the southeast corner

and instead develop more office space and less retail space on the southeast corner. While decreasing the retail space on the southeast corner, they would propose to increase the amount of retail space on the northeast corner. Overall, the northeast corner could be increased from 300,000 to 600,000 SF of space.

The applicant is proposing a “town center” concept for the northeast corner. They note that are in the process of “engaging Bob Gibbs, a national commercial development specialist to co-consult” with the applicant on the creation of a marketable town center for the site. (Mr. Gibbs presented a commercial workshop before the Planning Commission in June 2006)

Comprehensive Plan Implications

The Comprehensive Plan principles encourage the development of the “town center” concept. Selected principles of the 2030 Plan on page 47 and 48 state:

“Commerce Centers should generally contain a mix of land uses, including residential uses. Higher density residential uses should be included in and/or adjacent to all commercial centers. Single use centers are discouraged – for example, office parks should include a supporting retail component, while shopping centers should include an applicable amount of office uses.

Developing smaller stores next to larger anchor stores in centers is important to encourage small businesses and to provide a variety of goods and services for customers within the centers.

Commerce Centers should be developed as integrated centers – “four corner commercial development” should be discouraged. Centers should be appropriately dispersed throughout the community to support convenience of access and to lessen impacts on infrastructure.

Centers should contain a mix of residential, office, service and retail uses. In addition, other ‘residential’ uses such as multi-family, single family attached, child care centers, and recreational facilities should be integrated within the development. Single use projects, such as office parks, are to be discouraged. Where properly sited, light manufacturing uses may be a part of larger commerce centers, except for neighborhood centers. Centers should create a pedestrian oriented environment in the physical arrangement of their buildings and parking.”

Community Centers are described in the Plan on page 43 as:

“Community Centers are intended to be smaller in scale and intensity of uses than Regional Centers and serve a more targeted market and geographic area. Community Centers tend to be dominated by retail and service activities, although they can also serve as campuses for corporate office facilities and other mixed-use activities. When properly located, some light manufacturing or assembly when accessory to an office function may be allowed.

One or two department stores or “big box” retail operations may serve as anchors (a single store over 50,000 sq. ft.) to the Community Center with numerous smaller general merchandise stores located between any anchors or on surrounding site pads.”

The Plan also notes on page 43 that the spacing of these centers should be

*“Community Centers should be located approximately 1 to 1 ½ miles apart, depending upon their size, scale, function and area population. When located at intersections, they **should also not be located across an arterial street from a Neighborhood Center or another Community Center.** (Emphasis added)*

The general location of future Community Centers should be indicated in advance in the Comprehensive Plan. These locations are not intended to be site specific but rather to suggest a general area within which a Community Center might be developed. The Plan recognizes the strong need to further and support an evolving marketplace. Thus, the exact location of a Community Center should be designated in the Comprehensive Plan as part of the development review process.

The community will not require market studies to determine the economic impact on existing development. However, new Regional and Community Centers will be generally sited in the Comprehensive Plan so that the potential impact on existing centers may be considered as part of the siting process. Community Centers should be geographically well dispersed throughout the Lincoln urban area based upon the center spacing guidelines noted above.”

This center would be within one mile of the smaller Community Center on the northeast corner of 84th and Holdrege. It would be over 1 and ½ miles from the Community Center at 98th and O Street. As noted in the Plan, the centers will be located based on function and size of the center and the market area. Approval of this Community Center may have the benefit of consolidating all of the retail uses of the two Neighborhood Centers into one center. This could reduce trips on the arterial street system, by permitting trips between stores to be within the center. For example, trips to a home improvement store, discount store and grocery store could be all within one center.

The applicant in their letter states the proposal is for 600,000 SF of space. The Plan notes that centers will be 400,000 SF with the possibility of up to 600,000 SF of space with centers meeting the incentive criteria. The Incentive Criteria includes many aspects of a proposed concept plan for the center which includes pedestrian orientation, plaza, increased residential density and a mix of uses. However, the Incentive Criteria also states on page 49:

“Are supported by a street network with significant traffic capacity in the future, rather than on streets that already have significant commercial development”.

The applicant has not shown at this time how Adams or N. 84th Street would have capacity to support the expanded proposal.

Transportation

Public Works and Utilities Department has done some initial estimates as to the traffic impact of this proposal. Their initial analysis shows that approval of this proposal would exceed the peak hour capacity Adams Street east of N. 70th Street. Adams is shown as a 2+1 (2 through lanes with center turn lane) in the 2030 Plan on page 107. This map also identifies that Adams Street west of about 74th to 75th Street is part of the “Built Environment.” The Plan states on page 107:

"As the community seeks low impact ways to minimize traffic congestion while preserving the character and viability of the established neighborhoods and other components of the built environment, it renews its commitment to an essential program implementing the 'two plus center turn lane' concept in the 'built environment'."

The 2 +1 concept "increases the street's efficiency to move traffic and improves safety, while minimizing the impacts on the adjacent neighborhood." (Page 107)

The Transportation Principles on page 85 and 86 of the Mobility and Transportation chapter note the relationship between land use decisions and the transportation network:

"The relationship between land use and urban development patterns. The transportation system both serves and shapes development. When most trips were made by walking and public transportation, cities exhibited relatively dense development patterns. The convenient access to all parts of the City provided by the automobile allowed people to live, work, and shop in more dispersed locations, creating lower density cities. The construction of roads opens areas to development, helping to mold the City's directional growth. Just as the transportation system is influenced by land use, land use is also influenced by transportation."

...Transportation and land use are linked systems, that are subject to change by growth and development....The land use plan, which includes projections of future development, determines the character of the transportation plan. On the other hand, transportation has a major impact on the form of the City. Lincoln and Lancaster County will use major road projects to reinforce desirable land use development patterns."

The Plan emphasizes the need to ensure that the type and intensity of land uses can be supported by the transportation network. The applicant has not demonstrated that the potential increase in traffic is supported by the 2030 Road Network of the Plan.

Conclusion

The proposal to change the southeast corner of 84th and Adams from a Neighborhood Center to a Mixed Use Office area is in conformance with the 2030 Plan. The proposal meets the spacing requirements of the new Plan which encourages that Mixed Use Office Centers be dispersed throughout the community. This proposal would provide only the second Mixed Use Office Center designation in the Plan in northeast Lincoln (98th and O being the other). It could also provide a better transition and "fit" with the existing Faith Lutheran Church and School to the east.

However, the Mixed Use Office proposal is only offered as part of an overall package that includes changing the designation to the north from Neighborhood Center to Community Center. Thus, if the Community Center is not approved, then this corner should retain the present designation as well.

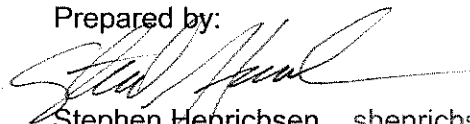
The town center concept is supported by many of the principles of the Plan. The change from Neighborhood Center to Community Center could add significantly to the amount of space to the north of Adams – up to 600,000 SF of space. The Plan notes that centers will be 400,000 SF with the possibility of up to 600,000 SF of space with centers meeting the incentive criteria. The

applicant's concept for the site meets many of the "Incentive Criteria" of the 2030 Plan including aspects of a proposed "town center" and including pedestrian orientation, plaza, increased residential density and a mix of uses. However, the Incentive Criteria also states on page 49:

"Are supported by a street network with significant traffic capacity in the future, rather than on streets that already have significant commercial development".

Public Works and Utilities in their initial review noted that this proposal, which could add up to 300,000 SF of commercial space, would be beyond the traffic capacity of Adams Street east of 70th Street. The applicant has not shown how Adams or N. 84th Street would have capacity to support the expanded proposal so the application should be denied.

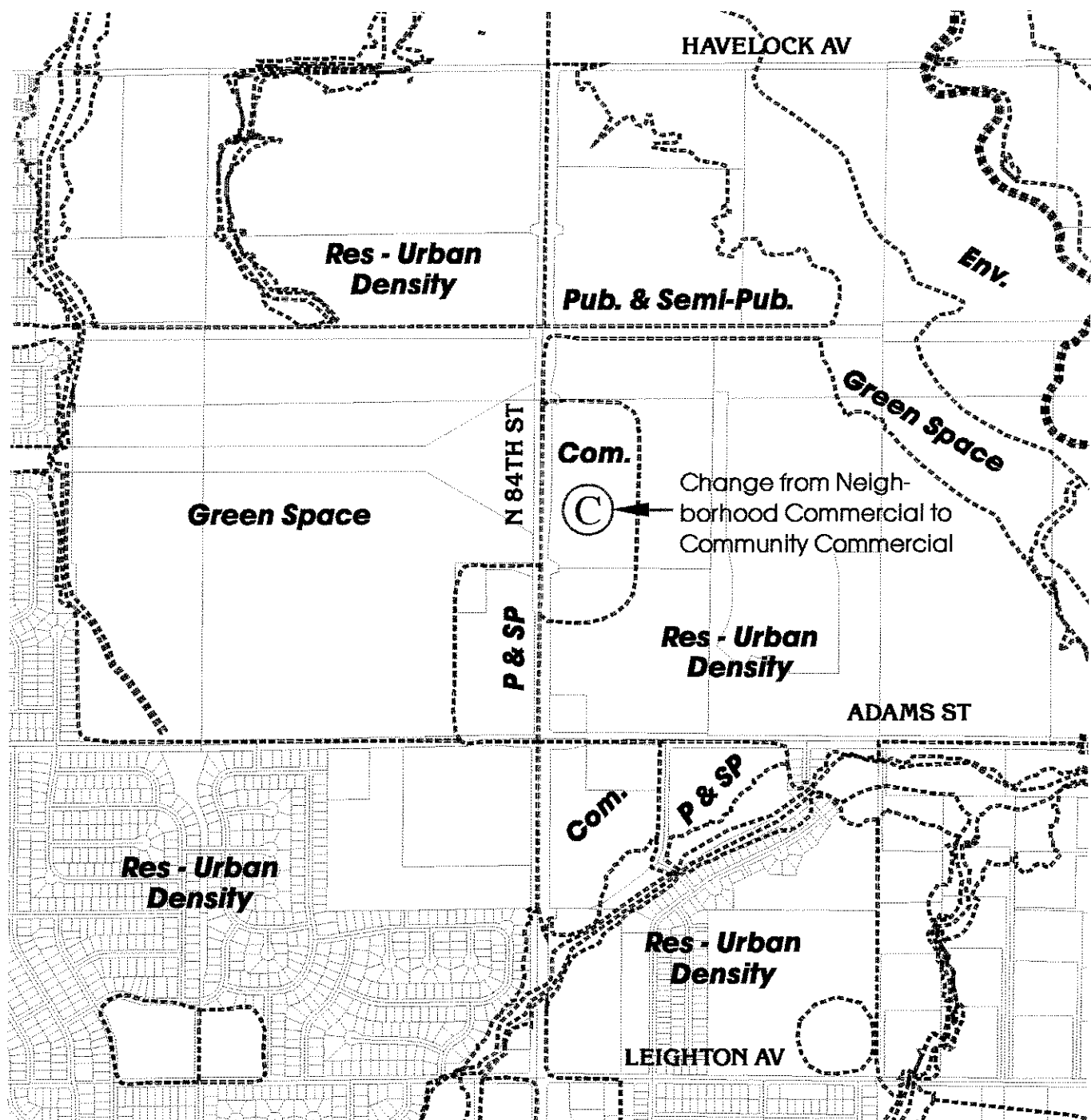
Prepared by:



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Date: October 17, 2006

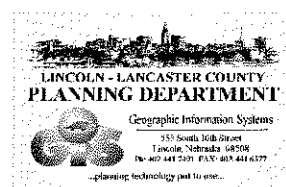
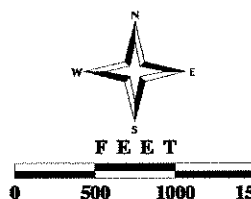
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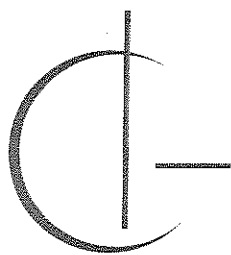


N 84th and Adams St

2030 Comprehensive Plan Proposal # 2

- Future Service Limit
- ===== Land Use Boundary
- Res** Land Use Category
- (C)** From Neighborhood Commercial to Community Commercial (Site Specific)





Civil Design Group, Inc.

Consulting Engineers & Land Use Planners
Civil Design • Site Development • Planning & Zoning

October 4, 2006

Mr. Marvin Krout
Director of Planning
City of Lincoln /Lancaster County
555 South 10th Street, Room 213
Lincoln, NE 68508



**Re: Comprehensive Plan Amendment – Change of commercial designations for the Prairie Village North PUD from two Neighborhood Commercial Centers to one Community Commercial Center and one Mixed Use Office Center.
CDG Project No. 2006-0057**

Dear Marvin:

On behalf of Prairie Homes, Inc. we are requesting a Comprehensive Plan Amendment for our client's development Prairie Village North, located on the northeast and southeast corners of N. 84th & Adams Street. Our request is to change the current commercial designations on these corners from two separate Neighborhood Commercial Centers to one Community Commercial Center on the northeast corner with 600,000 square feet of permitted space (480,000 sq. ft. of retail and 120,000 sq. ft. of office). The property on the south side of Adams would then be designated as a Mixed Use Office Area permitting 280,000 square foot of office space with one fourth of this area permitted for retail uses.

Ultimately, this Comprehensive Plan Amendment is driven by a new development philosophy that will take place on the northeast corner of N. 84th and Adams Street. We are attempting to shift the retail component of the two separate neighborhood centers into a single strategically planned Community Commercial Center that will utilize retailer anchors, abiding by the 175,000 sq. ft. maximum size, situated in such a way that they bookend a well planned "town center" concept that integrates the incentive criteria for such centers as highlighted in the comprehensive plan. Achieving the elements of the 2030 Comprehensive Plan incentive criteria for a town center will permit the 600,000 square feet we are requesting.

A fundamental advantage of this new design is the consolidation of both community and neighborhood trips within one comprehensive community center that will allow the vehicle trips generated between merchants to take place within the confines of the center. It also presents the opportunity to eliminate internal vehicular trips via the pedestrian design elements present in a town center concept. Ultimately, this layout will alleviate redundant trips that would otherwise be necessary on both N. 84th Street and Adams Street. By design, this new layout and the consolidation of retail space on the north side of Adams Street will reduce the impact on adjacent neighborhoods, schools, churches and the arterial street system.

In order to achieve the goals of the town center concept in a manner that is marketable to potential tenants, our client is engaging Bob Gibbs, a national commercial development specialist to co-consult with our firm on the creation of marketable town center. Mr. Gibbs has proven experience in creating town center site plans that are both marketable and functional in

how they utilize the incentive criteria discussed in the 2030 Comprehensive Plan. We will be working with Mr. Gibbs to integrate these site elements into a revised PUD that will be the basis of design for this Community Commercial Center.

The revised PUD will also be committed to buffering our neighbors to the south and east with office space on the southeast borders of Community Commercial Center and eastern edge of the Mixed Use Office Area. Please feel free to call me at (402) 434-8494 so that I can address any questions you may have regarding this Comprehensive Plan Amendment request.

Sincerely,

A handwritten signature in black ink, appearing to read "Mike Eckert", with a stylized, flowing script.

Mike Eckert, AICP

cc: Prairie Homes, Inc.